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Joint Board of Sanitary  
Control in the Cloak...

Six years' work and  
progress of the Joint...

New York

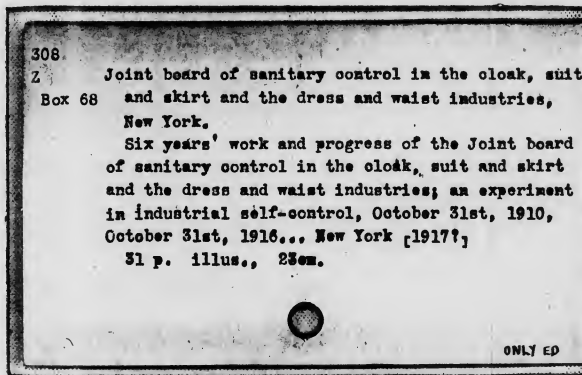
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SIX YEARS' WORK AND PROGRESS

OF THE

JOINT BOARD

OF

SANITARY CONTROL

IN THE

CLOAK, SUIT AND SKIRT

AND THE

DRESS AND WAIST INDUSTRIES

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AN EXPERIMENT IN INDUSTRIAL SELF-CONTROL

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OCTOBER 31ST, 1910

OCTOBER 31ST, 1916



31 UNION SQUARE, NEW YORK CITY

ROOMS 909-915

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5 March, 1920 - C.R.W.

I

The Joint Board of Sanitary Control in the Cloak, Suit and Skirt Industry was organized October 31, 1910.

The establishment of the Sanitary Board was pursuant to the Protocol of Peace entered into after the strike of the summer of 1910 between the Cloak, Suit and Skirt Manufacturers' Protective Association and the Unions comprising the Cloak, Suit and Skirt Locals of the International Ladies Garment Workers' Union. The functions of the Joint Board of Sanitary Control were "to establish standards of sanitary conditions, to which the Manufacturers and the Unions shall be committed."

On January 18th, 1913, a Protocol was also established in the Dress and Waist Industry and in March, 1913, this industry joined in the work of the Joint Board of Sanitary Control and since then has been under its jurisdiction.

The Cloak and Suit Industry consists of about 1,957 individual shops and employs 45,181 workers. The Cloak, Suit and Skirt Manufacturers' Protective Association has a membership of 378, who own 440 shops and employ 21,604 people. The members of the Cloak, Suit and Skirt Manufacturers' Protective Association also control 328 contractor shops, employing 4,125 people. The Cloak, Suit and Skirt Manufacturers' Protective Association thus controls 768 shops with 25,729 working men and women.

The Dress and Waist Industry consists of 590 shops, employing 28,804 workers. The Dress and Waist Manufacturers' Association consists of 202 members, controlling 224 shops, in which there are working 15,450 persons.

The functions and the work of the Joint Board of Sanitary Control, as developed during the past six years, consist in the following:

- (1). Fire protection in buildings and shops.
- (2). Accident prevention and care for safety of workers.
- (3). Abatement of sanitary nuisances and improvements of shop sanitation.

- (4). Educational activities among manufacturers, workers and the general public.
- (5). Disease prevention and health service.

The work of the Board is done through the following organized divisions.

(1). *Loft Certification*: This division has charge of the inspection of buildings in which the shops in both industries are located, the inspection of all new lofts and buildings where the shops of the two industries may locate, and the certification of all buildings which are safe and properly protected against fire. The purpose of the work of this division is to induce the manufacturers in the two industries to remove from buildings which are unsafe and move into safe and properly fire protected buildings.

(2). *Fire Drill Division*: The work of this division consists in introducing, organizing and conducting monthly fire drills in about eight hundred shops, or in all shops belonging to the Cloak, Suit and Skirt Manufacturers' Protective Association and the Dress and Waist Manufacturers' Association, and a number of shops outside of these. The number of persons working in the shops where fire drills are conducted is 41,786, representing 56.7% of all the workers in the two industries.

(3). *First Aid and Nursing Division*: The work of this division consists in supplying manufacturers with proper first aid boxes or kits, in instructing a responsible person in each shop in the use of the first aid contents, and in the monthly inspection of the conditions of the first aid boxes. The general purpose of the work of this division is to prevent accidents and to minimize dangers of infection from accidents.

(4). *Sanitary Division*: The work of this division consists in the annual and semi-annual reinspections of the shops within the industry, in constant reinspection of shops where sanitary defects have been found, and in general supervision of all shops. The purpose of the work of this division is to abate sanitary nuisances, to remove sanitary defects and to improve sanitation and cleanliness of the shops in the two industries.

(5). *Division of Education*: The work of this division consists in education and propaganda among the manufacturers and workers by means of the trade press, special bulletins, lectures, interviews, letters and exhibitions. The purpose of the work of this division is to spread the knowledge of defects in safety and sanitation among the

manufacturers, to endeavor to prove to them the necessity of abating all sanitary nuisances for their own protection as well as the increased efficiency of the workers; also the education of the workers in the importance of sanitation and cooperation with manufacturers and with the Sanitary Board in keeping the shops in a sanitary and clean condition.

(6). *Medical Division*: The work of this division consists in the preliminary physical examination of new workers joining the various locals of the Union, the physical examination and reexamination of all members of the Union or shop-workers who feel the need of such examinations, control and supervision of the sick benefits of the locals, control and supervision of the tuberculosis benefits of the locals, and the direction and supervision of the tuberculosis sanatorium to be established by the locals for their members.

During the strike in the Cloak, Suit and Skirt Industry in 1916, for five months, from April 1st to September 1st, the work of the Joint Board of Sanitary Control was temporarily suspended in the Cloak and Suit Industry. All its functions, however, did not entirely cease. The building inspection was continued, as was also the health work among the workers. There was no cessation of the work of the Board in the Dress and Waist Industry.

According to the agreement between the Cloak, Suit and Skirt Manufacturers' Protective Association and the International Ladies Garment Workers' Union, made on August 1st, 1916, the work of the Joint Board of Sanitary Control was continued and its functions increased by making it responsible for the sanitary standards and supervision of all contractor shops or those shops doing contract work for the members of the Cloak, Suit and Skirt Manufacturers' Protective Association.

A more detailed account of the work of the Joint Board of Sanitary Control is given in another part of the report. Here we shall simply summarize what the Joint Board of Sanitary Control has accomplished and wherein it has succeeded during the six years of its existence.

## II

The basic principle of the establishment and work of the Joint Board of Sanitary Control is the idea of *industrial self-control* by the participation and cooperation of the organized employers, the organized workers, and the public.

The purpose of industrial self-control is the supervision of the industry and its establishments by the industry itself.

There are three essential elements necessary for industrial self control: (1) industrial introspection; (2) industrial legislation; and (3) industrial enforcement.

*Industrial Introspection:* One of the most important achievements of the Joint Board of Sanitary Control is its self-survey, its self-investigation. No matter how painstaking, thorough and earnest industrial investigations are made by states, municipalities or social workers, such investigations will always be defective in that they are lacking in intensity and thorough knowledge of the industry. No one knows the industry as well as those who are part of it, nor can any outside body make so true a survey of the conditions of an industry as those in the industry itself.

The thorough investigations made of sanitary and safety conditions in the industry by the Joint Board of Sanitary Control are among the first examples of industrial introspection. We believe these investigations have been intensive as well as extensive, and have disclosed all the defects in safety and sanitation in the factories of the Cloak and Suit and Dress and Waist Industries.

Not only has the Board, with its investigations, surveys and inspections, been able to detect and discover the various defects in the industry, but it has done more, in that it has drawn the attention of the employers in the industry, of the workers, of the organizations of both, and of the public as well, to these defects and sanitary faults.

During the last six years, in our bulletins, press announcements and otherwise, the Board has constantly drawn the attention of those within as well as those outside of the industry to the grave fire hazards in the loft districts, to the defects in safety and sanitation found in the shops, and to the general sanitary neglect and health defects of the workers themselves.

*Industrial Legislation:* Legislative enactments for industries have always suffered from the fact that those who have the power of legislation are usually unfamiliar with the industry for which they legislate and with the conditions under which it is carried on. Rules and regulations established for industries by official bodies have always been autocratic and arbitrary, often unreasonable because not based upon thorough knowledge of the industries.

The second very important achievement of the Joint Board of Sanitary Control was the establishment of its Sanitary Standards, standards based on a thorough investigation of the industry, by the industry, and only after due consideration and consultation with the employers, the workers and representatives of the public.

These standards are somewhat advanced and are more strict even

than the state laws and municipal regulations. They are, however, not intended to compel the industry to become at once ideal in safety and sanitation. Were they so, the standards would be entirely useless and our efforts futile. The standards were intended to be just a few steps in advance of the legal rules and regulations, just as far as an enlightened industry, in its own pride and determination for improvement, has been willing to advance and progress.

The standards established by the Joint Board of Sanitary Control were not stationary but progressive, and, as the need appears, are added to from time to time, and, as certain improvements are made in safety and sanitation, steps are taken towards greater sanitary progress.

At the same time the industry has not held aloof from progressive tendencies in industrial legislation and from general participation in social and legislative progress.

During its six years of existence the Board has not only investigated and legislated for the industry itself, but has taken active part in every state legislative and social movement for the improvement of industrial conditions. It very actively participated in the investigations of the New York State Factory Commission and in the subsequent passing of the various labor laws advocated and passed by that Commission. The Board has also very actively co-operated with the Labor Department and Industrial Commission of the state and with the Health and Fire Departments of the City. The work of the Board has been an incentive and a direct cause of the establishment of the Industrial Hygiene Division by the New York City Health Department.

*Enforcement of Standards:* The main purpose of the establishment of the Joint Board of Sanitary Control was, of course, the enforcement of legal sanitary and safety standards, as well as of the new standards established by the industry itself. There had to be, however, a radical departure in the methods of enforcement.

The Joint Board of Sanitary Control could not apply the methods of *punitive* enforcement. It had to depend, not upon threats, fines or penalties, but upon counsel, persuasion and education. The employers were not bulldozed into doing work by threat of punishment, but were rather advised and induced to comply with the *requests* of the Board by moral suasion and reasonable inducements.

In the work of enforcement of its standards the Joint Board of Sanitary Control was greatly assisted by the Manufacturers' Associations as well as by the Unions.

After we have succeeded in bringing the various defects in safety and sanitation to the attention of the individual employers and of their

organizations, it is not difficult to persuade them collectively and individually to comply with the reasonable standards of the Board which they themselves or their representatives have established. The same applies to the requests and admonitions to the workers and their organizations. The extensive propaganda and educational agitation carried on among them have borne fruit and many of them have not only complied with requests, but have made themselves agents of the Board by sending numerous complaints and insisting upon the enforcement of our standards.

A great many of the improvements in safety, fire protection and general sanitation which have been made during the last six years are of such character that they do not lend themselves to statistical data.

We need not give figures to prove the well known fact in the industry that many of our manufacturers have moved into newer and safer buildings, and that there has been great improvement in the safety and fire protection of old buildings, due to the general agitation and to the very existence of the Joint Board of Sanitary Control.

It is difficult to show the radical and palliative improvements in sanitation which were and are due to the existence of the Board and to the fact that the employers have grown to have a special pride in their own industry and shops.

Nor is it possible always to give figures as to the removal of certain sanitary defects and the improvement in general sanitation, and cleanliness due to constant and repeated investigations and inspections, and to the expectation by the employers of an inspection by our investigators, and the general idea lately prevailing in the industry that the demands of safety and sanitation are much greater and more thoroughly enforced in our industry than in all others, due to the existence of the Board.

It is hardly possible to tabulate the improvements in the health of workers due to the general education which has spread among the workers and the fact that there exists an institution which takes care of these conditions and which is always ready to inspect defects, to abate nuisances and to assist the workers in all sanitary and health matters.

Where proofs could be adduced of a progress in safety and an improvement in sanitation in our industry, they have been brought out in our bulletins and in this report, showing the difference in various conditions of safety and sanitation in 1911 and 1916, changes due mostly to the work and efforts of our Board.

## III

Much as has already been done, much more yet remains to be accomplished.

With all the strenuous work of the Joint Board of Sanitary Control during its six years of existence, we have not as yet been able to reach the ideal and to make all the shops in the two industries perfect in safety and sanitation. The progress already made must be followed up and greater progress achieved in the same lines of endeavor.

In regard to safety and fire protection of buildings we hope to accomplish a great deal through the newly established Loft Certification Division. There is no reason why within the next three or four years we should not be able to have all our shop owners move into newer, safer and better fire-protected lofts. We also expect, through our own efforts and in cooperation with the Fire Department, to remove a great many of the defects in fire protection in many of the buildings in which our shops are located. We realize, however, that the problem of safeguarding the workers' lives in the fire-danger loft zone is very great and will take a long time and strenuous work to bring to a satisfactory solution.

We also expect greater progress in the removal of the defects in sanitation and in the general sanitary improvement of our shops. Now that the majority of the shop owners have come to recognize the necessity of improved sanitary conditions, it ought not to be difficult to remove whatever sanitary defects remain in the shops of the industries and to make the removal of them the pride of the manufacturers, workers and the public.

The campaign of education, which has been so auspiciously begun, must be continued so as to bring home to every individual in the trade, whether manufacturer or worker, his responsibility, his duties and the benefits which will accrue to him.

The supervision of health conditions in the shops, the control of tuberculosis, and the introduction of health benefits in the Unions, present great problems and will require much further work on the part of the Board. The establishment of the new sanatorium will involve great efforts upon the part of the workers, but, it is hoped, will ultimately result in the elimination of the tuberculous from the shops of the industries and their full care by the workers themselves.

## BRIEF REVIEW OF SIX YEARS WORK AND PROGRESS.

### THE ORGANIZATION AND FIRST WORK OF THE BOARD.

The condition of the shops in the Cloak and Suit Industry, in regard to sanitation, before the strike of 1910 was admittedly deplorable. With the exception of a few of the larger and more pretentious cloak shops in the Fifth Avenue district, the large majority of the shops were in a bad sanitary condition. The press frequently had descriptions of the bad conditions in the shops, the workers complained of these conditions, and most of the manufacturers admitted that the complaints were justified.

The number of small shops on the East Side was very large; the safety of buildings was entirely neglected; the meager inspection of the State was a farce; the shops were dirty and neglected; of fire protection there was hardly any; home work was the order of the day, many cloakmakers were in the habit of taking a lot of garments with them to be finished at their homes; the East Side was full of so-called sweat-shops.

In discussions at the conference held during the strike between the representatives of the Manufacturers' Association and the union leaders, methods to improve conditions were discussed and, finally, the idea of sanitary supervision by the industry itself was broached. In the settlement of the strike, made on September 2nd, 1910, the following article was inserted in the Protocol:

#### *Article Fifteen of the Protocol:*

"The parties hereby establish a Joint Board of Sanitary Control, to consist of seven (7) members, composed of two nominees of the Manufacturers, two nominees of the Unions, and three who are to represent the public.

"Said Board is empowered to establish standards of sanitary conditions, to which the Manufacturers and the Unions shall be committed, and the Manufacturers and the Unions obligate themselves to maintain such standards to the best of their ability and to the full extent of their power."

The appointment of the members of the Joint Board of Sanitary Control was left to Meyer London, Esq., and Julius Henry Cohen, Esq., and the following selection was made by them:

As representatives of the public, William Jay Schieffelin, Lillian D. Wald, and Henry Moskowitz; on the part of the Manufacturers' Association, S. L. Silver and Max Meyer of A. Beller & Company; on the part of the Workers, Benjamin Schlesinger and George M. Price, M.D.

On October 31st, 1910, the Board held its first meeting and was organized by the appointment of Dr. William Jay Schieffelin as Chairman and Dr. Henry Moskowitz as Secretary; later Lillian D. Wald was appointed Treasurer.

At its first meeting the Board decided that before it could establish standards or approach the difficult task of supervising the sanitation of the industry, it was necessary to make a thorough survey of the conditions in the industry. This survey was begun by a committee, under the chairmanship of Dr. George M. Price, and was accomplished during the months of January and February, 1911.

The number of shops which were inspected was 1,243 and the number of workers found therein were 36,941. A detailed report was published showing the sanitary conditions in the industry. Upon the findings of this report standards were established which became the sanitary code of the industry.

The general survey of the sanitary conditions of the industry and the establishment of sanitary standards was the first phase of the work of the Joint Board of Sanitary Control. The next step was to proceed in the sanitary supervision of the whole industry, based upon the findings of the first investigation, with the purpose of enforcing the newly adopted sanitary standards.

#### *Methods of Inspection and Enforcement:*

The methods of inspection and enforcement used by the newly created institution were necessarily different from the methods used by Factory Inspection Departments and Bureaus. The Joint Board of Sanitary Control had no legal status, had no power of entry. It could not suddenly swoop down upon the manufacturer, detect violations of the law or catch the shop owner in committing some sanitary crime. The *detective* method of inspection had to give way to the more rational *preventive* method of investigation. The inspectors employed by the Board were instructed that their status was purely educational and advisory, that they were sent to the shop to point out to the owner and to report to the Board such defects and neglects in safety and sanitation as might be readily remedied by personal effort either of the employers or of the employees, or by the cooperation of both.

This new rational method of inspection has indeed borne fruit. Our inspectors are neither feared nor tolerated, but welcomed as friends of both employer and employee and freely consulted as to the safety and sanitation of the shops. They are considered by the employers as well as employees as their own representatives, serving for the benefit of the industry. Indeed, much of the personal work of the inspectors consists in advice given to employers how to comply with reasonable orders of the Labor and Fire Departments when such are received. The work of the inspectors consists also in helping the owners of the shops to arrange newly leased lofts for occupancy so as to prevent neglect of safety and sanitation.

There were three classes upon whom our standards had to be enforced: (1) the employers, members of the Association; (2) employers, Non-Association members; and (3) the workers themselves.

The methods of enforcement used in shops belonging to members of the Associations were as follows: (1) inspection; (2) notice of defect; (3) re-inspection of the shop; (4) letter to employer in case the defects have not been complied with; (5) personal interview with the inspector; (6) letter from the office warning the employer, in case of non-compliance, of reference of the matter to the Executive Board of the Association; and (7) discipline of the member by the Association.

The methods of enforcement employed with independent manufacturers, *i. e.*, those who did not belong to any Association and upon whom no pressure could be brought through the Association, were somewhat different, in that the final stages of the enforcement had to be referred to the Labor or Fire Departments in case the defects were such as to come under the jurisdiction of these departments.

For sanitary neglect due to the fault of the workers themselves, the methods of enforcement of our standards were necessarily based upon educational work. This consisted of interviews with the Shop Chairmen, appointment of Sanitary Committees within the shops, noon lectures to the workers by our inspectors, and talks by the inspectors in the shop meetings held from time to time by the workers of each shop.

As an incentive to the employers a "Sanitary Certificate" was given the owners of shops free from sanitary defects. These certificates are conspicuously placed by the shop owners and are much prized by them.

#### *Fire Hazards:*

The first survey of the Cloak, Suit and Skirt Industry made in 1911, as well as the survey of the Dress and Waist Industry made in 1913, disclosed a frightful condition in regard to fire hazards in the buildings in which the shops of the two industries were located. The first report, issued in 1911, pictured the conditions as to fire perils in no uncertain language and showed the appalling fire hazards in true color. The report drew the attention of the industry to the tall buildings in which the shops were located, to the faulty means of exit, to the in-

adequate means of escape, to the overcrowding of floors by employees, to extremely dangerous fire hazards within the shops because of inflammable materials and encumbrances by wooden partitions, etc. It showed the large number of useless fire escapes and the practical impossibility of the escape of a large number of employees in case of fire. The report warned of a probable and possible calamity if fire occurred in any of the shops and strongly urged the industry and the public to take legal and other means to remedy these serious fire perils before it was too late.

The "Wolf" Building fire in Newark and later the "Triangle Waist" fire in the Asch building came as unwelcome proofs of the statements made in the first report. Before the occurrence of the Triangle fire on March 25th, 1911, a complaint was sent by the Board to the Mayor, Fire Commissioner, Police Commissioner, and Superintendent of Buildings, drawing their attention to serious defects and fire hazards in a large number of buildings, the defects and buildings being specified.

The disclosures by the Joint Board of Sanitary Control, the agitation caused by our reports, and the tragedies of the "Wolf" and "Triangle" fires led the public to demand an official investigation of the conditions and induced the Legislature to create and appoint a State Factory Commission to investigate the whole matter of safety and sanitation in factories, and the appointment by the State Factory Commission, as director of their investigation, of the representative of the union who acted as chairman of the investigation of the Joint Board of Sanitary Control.

The fire hazards in buildings and their gradual improvement through the continued efforts of the Board are shown in the statistical tables in this report.

Unfortunately, the Joint Board of Sanitary Control had no legal jurisdiction over the owners of buildings and their agents, and whatever efforts were made for the remedying of fire defects in buildings had necessarily to be made through the Labor Department of the State and the Fire Department of the City. These departments, in the years of 1911-1915, were undergoing many radical changes and reconstruction by the Legislature. It was therefore difficult to make much headway in the abatement of fire defect nuisances through the legal machinery of the official institutions.

The new laws advocated by the Joint Board of Sanitary Control and promulgated by the State Legislatures of 1913 and 1914 were much more radical in their effect than any previous legislation and their enforcement became gradually more efficient and the conditions as to fire hazards were greatly changed during the five years from 1911 to 1916.

That the fire hazards were still very great, as late as in 1915, clearly appeared from a special survey made by the Joint Board of Sanitary Control in October of 1915. During this investigation 928 buildings were inspected in which there were located 2,391 shops of the two industries.

The report definitely established the following:

- (1). That 2,391 shops in the two industries were located in 928 buildings in Manhattan, and in these there were working 75,023 men and women belonging to these two industries alone, and probably 200,000 persons in all industries.
- (2). That only 83 (of these 928 buildings) were equipped with fire alarm signal systems.
- (3). That only 209 (out of 928) were provided with automatic sprinklers.
- (4). That only in 18 (out of 928) were fire drills conducted simultaneously throughout the buildings.
- (5). That only 32 buildings (out of 928) were found perfectly safe, having adequate exits.
- (6). That 149 (out of 928) were provided with two stairways and regarded as partly safe.

- (7). That not less than 747 (out of 928) were equipped with single stairways and were therefore absolutely unsafe.

- (8). Of 370 buildings, of six stories and under, only 34 were found with stairways enclosed.

The conclusion was that not only was the law as to fire hazards in factories inadequate, but that it was also improperly enforced and the dangers to workers in loft buildings very great and chances of escape in large fires very small.

Much important and good work was done during the past year by the Fire Department. A great many buildings were equipped with additional stairways, many buildings were newly equipped with automatic sprinklers, a large number of stairways in lower buildings were enclosed with fireproof partitions, new adequate fire escapes were ordered on many buildings, and a general improvement in the safety in the loft district effected.

Much, however, still remains to be done by the industries themselves. No permanent and complete removal of fire hazards can be expected from the official departments and, if the fire perils in our industry must be reduced, it must be done by the industries themselves.

In order to effect the removal of the shops in the Cloak, Suit and Skirt and Dress and Waist industries to safer loft buildings, the Joint Board of Sanitary Control organized in 1916 a Loft Certification Division. The purpose of this Division is to induce owners of shops to locate, after the expiration of their leases, in such buildings as are certified as reasonably safe and free from common fire hazards.

In order to accomplish the results desired, a canvass was made by the inspectors of the Board among all the owners of shops to determine the date of expiration of their leases, and it was found, as appears in this report, that a large number of shop owners would renew their leases during February and October, 1917. These owners are now being notified as to the safety conditions of the buildings in which they are located. Wherever the conditions are bad the shop owners are asked either not to renew their leases in the buildings or to exert pressure upon the owners of the buildings to remedy the fire defects. The shop owners also are given a list of such buildings as are considered reasonably safe and free from fire defects.

Through this method it is hoped that within the next three or four years a large number of shops in the Cloak and Suit and Dress and Waist Industries will be induced to locate in more safe and fire protected buildings.

#### *The Fire Drill Law in Theory and Practice:*

Among the many recommendations of the New York State Factory Commission was also one to require monthly fire drills in all shops in the industries in New York City. A fire drill law was promulgated by the legislature of 1913. This law, however, was practically a dead-letter, for the reason that neither the Labor Department, nor the Fire Department had the machinery for its enforcement. Our survey of 1915 showed that only 18 buildings out of 928 inspected, had simultaneous fire drills, while the number of fire drills conducted by individual shop owners, outside of the drills conducted by the Joint Board of Sanitary Control, was very small.

As early as in 1913, the Joint Board of Sanitary Control began to agitate for the introduction of fire drills in the industries under its jurisdiction and by January 1st, 1914, we had persuaded 245 shop owners to organize a fire drill service to be conducted monthly by the Joint Board of Sanitary Control. A separate Fire Drill Division was organized by the Board and fire drills were voluntarily introduced and paid for by the owners of 334 shops in 1914 and 332 shops during 1915.

In the fall of 1915, the Cloak, Suit and Skirt Manufacturers' Protective Association and the Dress and Waist Manufacturers' Association, through the

efforts of their representatives on the Joint Board of Sanitary Control, succeeded in passing by-laws compelling all their members to join the fire drill service of the Joint Board of Sanitary Control, and, beginning with January 1st, 1916, fire drills were conducted in all the 464 shops belonging to the members of the Cloak, Suit and Skirt Manufacturers' Protective Association, and the 228 shops belonging to members of the Dress and Waist Manufacturers' Association.

After the strike of the Ladies Waist and Dressmakers' Union in 1916, the Union compelled a number of shop owners, not belonging to the Dress and Waist Manufacturers' Association, to join the fire drill service for the protection of their workers. At present the Board conducts fire drills in 771 shops in the two industries.

The number of shops, however, does not tell the story as to the protection given to the workers by the fire drills conducted by the Board. The 771 shops in which drills are conducted are the largest in the industries and the total number of workers in these shops, according to the general reinspection of September, 1916, was 41,786, showing that 56.7% of the workers in the two trades are given the benefits of fire drills.

#### FIRE DRILL WORK.

	1913	1914	1915	1916
Shops in which fire drills are conducted.....	259	334	332	771
Total number of drills conducted.....	640*	3580	3855	5010*

#### Defects in Shop Safety and Sanitation:

Careful and thorough inspection is necessary in order to determine the presence or absence of defects in shop sanitation and safety. The first survey and investigation of all the shops in the trade gave the Board exact data as to the various defects in safety as well as in shop sanitation which are to be found in the Cloak, Suit and Skirt Industry.

Outside of the defects in fire protection in buildings, the most common defects in safety, fire protection and sanitation in the shops were as follows:

##### 1. Fire Protection:

- Too narrow aisles.
- Obstructed aisles.
- Obstructions placed in line of exits to fire escapes.
- Doors opening inward.
- Doors locked.
- Accumulation of inflammable clippings, rubbish, etc.
- Absence of chemical fire extinguishers or of fire pails.

##### 2. Defects in Safety:

- Unguarded shafts.

##### 3. Defects in Sanitation:

- Insufficient light during the day.
- Inadequate artificial light.
- Too glaring light.
- Overcrowding and deficient ventilation.
- Absence of dressing-rooms or dressing-rooms too small and improperly kept.
- Non-separation of toilets for males and females.

##### 4. Sanitary Neglect:

- Dirty walls, ceiling and floors of shops and of toilet apartments.
- Improper condition of toilets.
- Rubbish, garbage and dirt strewn upon the floors.

\* NOTE—1913 from Oct. 1st.  
1916 to Oct. 1st.

#### Removal of Defects and Improvements in Sanitation:

Some of the defects mentioned, especially those in fire protection and safety, were of a character that could be remedied by the efforts of shop owners, urged thereon by the inspectors and the director of the Board. The various inspections and subsequent reinspections showed that a great many of these defects have been actually remedied, and great improvement in the safety and fire protection of the workers thereby ensued.

It was, however, much more difficult to permanently remedy conditions in sanitation, especially in so far as it relates to conditions of toilets, walls, ceilings and floors, and to the promiscuous throwing of rubbish, garbage, etc., upon floors. These conditions were such that were apt to repeat themselves and much vigilance was necessary to keep the shops in proper sanitary condition.

At times the best intentions as well as attention of the shop owners were not sufficient to remedy these sanitary neglects. It was necessary to draw the attention of the workers themselves to these defects and to obtain cooperation of the workers with the employers in the practice of keeping better and more sanitary shops.

#### Educational Activities:

The employees were not the only ones who needed an educational propaganda. The employers as well as workers were found to be ignorant of the most fundamental rules of safety and sanitation. An active and strenuous propaganda among employers as well as workers was therefore one of the most important functions of the Board.\*

The methods of educating the employers were:

- Through personal interviews.
- Letters from the office.
- Special bulletins issued from time to time upon general or special subjects.
- Articles in the trade press, such as, the American Cloak and Suit Review, the Daily Trade Record, Women's Wear, etc.
- Conferences with representatives of the Employers' Association.

An active educational agitation was also carried on among the shop workers. This consisted in the following:

- Letters and articles in the trade press,—“New Post,” “Gleichheit,” “Message,” etc.
- Special bulletins in English, Yiddish and Italian, published in large quantities and distributed among shops. (The “Workers’ Health Bulletin” alone having been distributed in a quantity of one hundred thousand.)
- Lectures to workers; of these a large number were given by the Director and the inspectors of the Board during the winter sessions,—these lectures being held in schools as well as other places and given usually in connection with lecture courses by the various locals and the Unions.
- Noon talks on hygiene given by the inspectors and the nurse:—Such lectures have been found to be very beneficial and creating a large interest among the workers. Lectures were given in English and Yiddish.
- Shop meetings, talks and lectures given by our inspectors in the evenings at the meetings of the workers of individual shops.
- The appointment of Sanitary Committees in the shops. This has been attempted several times by the inspectors, but was not as successful as expected, because of the constant change in the personnel of the workers in the shops and the difficulty of controlling these committees.

#### Expositions:

On the part of education and propaganda carried on by the Joint Board of Sanitary Control, the Board has participated in a number of public expositions, notably the First and Second Expositions of Safety and Sanitation of the American Museum of Safety in 1913 and 1914, also the Panama-Pacific International Exposition at San Francisco. Our exhibits were awarded gold medals at the First and Second Safety Expositions and a bronze medal at the Panama-Pacific Exposition.

#### First Aid and Nursing Service:

The danger of accidents in the shops in the Cloak and Suit and the Dress and Waist Industries is comparatively small. The number of accidents is practically negligible, most of these consisting of pricks with needles, cuts, and, possibly, breaking off needles in the fingers. Only very rarely do more serious accidents occur in the industry. These are mostly due to neglect in safeguarding the shafts,—in one case a girl was scalped through having her hair caught in an unprotected shaft. As a rule, safeguarding of the shafts in our shops is adequate and the annual and semi-annual reinspections disclosed but very few of them unguarded.

When the State Industrial Board decreed that every factory and shop of the State should be provided with an approved first aid kit, with the assistance of the Henry Street Settlement, we devised a first aid kit specially adapted to the garment industries and undertook the manufacture of such kits in quantity and distribution to the trade.

During 1915 and 1916 a large number of manufacturers were supplied with our first aid kit and a large number were also induced to buy such kits from other sources, so that the general inspection of September, 1916, disclosed only 267 shop owners who have not as yet supplied themselves with first aid kits according to the law.

A new departure in the service of the Board to the industries under its jurisdiction was the appointment of a trained nurse to visit the shops in the Dress and Waist Industry where seventy-five per cent of the workers are women. The functions of the nurse are as follows:

- a. Inspection of the first aid kit.
- b. Instruction of some responsible person in the theory and practice of first aid.
- c. General examination of the female workers in the shops to determine whether anyone needs medical advice, and their reference to our Medical Division.
- d. Personal contact with the workers to advise them in sanitary and health matters.

To the Dress and Waist Manufacturers Association belongs the credit of contracting with our Board for nursing service to all the members of the Association,—and at present the nurse makes monthly visits to all the 204 shops belonging to the members of the Dress and Waist Manufacturers' Association.

The nurse also frequently makes visits to the girls and their families outside of working hours and has also a number of girls come to see her at the Nurses' Settlement

NO. OF SHOPS VISITED BY NURSE.

Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July
194	193	203	196	143	310	201	218	255	126

#### Health Service:

Early in the history of the work of the Joint Board of Sanitary Control it became apparent that the attention of the Board must be paid, not only to shop sanitation, but also to the health of the workers in the shops. During the spring of 1912, the Board undertook a preliminary health survey in which

800 male and female workers were examined at the office of the Board as well as at the shops where they worked. The preliminary survey disclosed the existence of a large number of physical defects among the workers and a deplorable health condition among a large number of the workers. It demonstrated that the tuberculosis incidence was entirely too large among garment workers, it appearing that about two per cent of the workers suffer from pulmonary tuberculosis in some of its stages.

Following the publication of the results of the first health survey, an agitation was begun among the members of the Unions to introduce some health insurance scheme so that those of the workers who were sick should be temporarily supported by the Unions, while those who were found infected with pulmonary tuberculosis should be removed from their shops and, if possible, sent to sanatoria or other places for treatment and cure.

At first an ambitious scheme was proposed for a joint health insurance of all the workers in the industry by creating funds to which contribution would be made by employers as well as employees, by a per capita taxation, these funds to be administered by the Joint Board of Sanitary Control for the benefit of the sick and afflicted workers in the trade. It became apparent soon, however, that the industry was not as yet ripe for such a movement. By constant agitation and propaganda, however, the Board succeeded in inducing some of the larger locals of the Workers' Unions to impose upon their members a one dollar annual per capita tax and with the sums thus collected to introduce sickness and tuberculosis benefits.

In April, 1913, Local 35, consisting of the Pressers' Local, with a membership of eight or nine thousand, adopted a tuberculosis benefit fund by taxing its members one dollar per annum, and obligated itself to pay to every member suffering from tuberculosis from one hundred to two hundred dollars for treatment and cure.

In September, 1914, Local 9, consisting of the Finishers' Branch of the Union, numbering six or seven thousand, adopted a similar benefit, which was followed in January, 1915, by Local 23, consisting of the Skirtmakers' Branch, having a membership of five to six thousand. In July, 1914, Local 35 increased its tax from one to three dollars and included a general sickness benefit to its members, consisting of payments of five dollars weekly for ten weeks in the year.

During the existence of the tuberculosis benefits a large number of persons suffering from tuberculosis received benefits from these three locals and a number have been sent to Liberty or adjacent Catskill regions for a temporary sojourn and treatment.\*

**Health Certification:** By the adoption of health benefits by Locals 35, 9 and 23, it became necessary for these Locals to exclude from their membership all new applicants who are suffering from pulmonary tuberculosis or other infectious diseases. A health certification plan has therefore been adopted which compels all new candidates to the ranks of these locals to undergo a preliminary medical examination at the office of the Board.

A complete medical office was equipped by the Board at the expense of three locals and physicians were appointed for the daily examination of new applicants to the Locals as well as for the examination and reexamination of members of all branches of the Unions.

All new applicants to the three locals, having benefits, are compelled to pay a small examination fee, thus making the medical work and service self-paying.

During 1914, the attention of the United States Public Health Service has been drawn to the work of the Board and a special health investigation undertaken by the United States Public Health Service at the offices of the Board, with the cooperation of its physicians and staff. Over three thousand workers

\* NOTE—For details see table on page 25 of this report.

were examined during May, June, July and August, 1914, and the interesting results of this health investigation were published in a special bulletin of the United States Public Health Service.

Since the beginning of the medical work of the Board not less than 17,513 examinations have been made, as follows:

1912	1913	1914	1915	1916 (to Oct. 1—9 months)
800	1234	4547	4888	6044

During the strike of 1916 the rush for medical examinations among employees was so great that the offices of the Board were overflowed by them. The number of examinations made during these months were as follows:

May	June	July	August	Total
1705	816	624	647	3792

During one week in May the number of examinations reached 656, while on one record day, May 11th, not less than 155 persons called and were examined at the office of the Board.

#### *Tuberculosis Sanatorium:*

The experience of several years in sending workers suffering from pulmonary tuberculosis to boarding-houses at Liberty and other Catskill regions has proved very unsatisfactory. It is impossible to properly care for the health of the workers outside of an institution, nor to benefit the tuberculous workers in search of health recovery. The Board, as well as the locals which had tuberculosis benefits, came to the conclusion that it was necessary to establish our own sanatorium for tubercular workers.

In the spring of 1916, through the efforts of Miss Lillian D. Wald and Mr. M. Morgenthau, Jr., the Board was offered by Miss Martha Hentschel of Kingston, N. Y., a donation of splendid grounds and a building located near Kingston and suitable for sanatorium purposes. A Trust Deed of the property for use as a sanatorium was made by Miss Hentschel to Lillian D. Wald, Morris Hillquit and Dr. George M. Price in April, 1916.

The locals having tuberculosis benefit have held numerous conferences with the representatives of other locals, the result of which was a decision for the Unions to take over the grounds of the Kingston sanatorium, equipping it for its purposes and opening it on May 1st, 1917.

With the existence of tuberculosis and sick benefit among the other branches of the Union and the establishment of our own sanatorium, the field will be clear for the general adoption of a health insurance scheme by the Union, which it is hoped, will eventually become a unit of the proposed State health insurance to workers.

#### GENERAL REINSPECTION OF 1916

Number of inspectors .....	11
No. of days worked .....	126
No. of shops inspected .....	2,547
No. of buildings inspected .....	81
No. of shops reinspected within two weeks or less after the first inspection .....	657
No. of notices of defects sent to owners .....	771
No. of defects found remedied on reinspection .....	506

#### NUMBER OF WORKERS IN THE DRESS AND WAIST TRADE

<i>Inspections</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
First			
March, 1913 .....	8,174	28,484	36,658
Second			
September, 1913 .....	9,700	21,716	31,416
Third			
February, 1914 .....	7,472	25,710	33,182
Fourth			
September, 1914 .....	8,310	27,235	35,545
Fifth			
October, 1915 .....	6,959	24,466	31,425
Sixth			
October, 1916 .....	6,102	22,702	28,804

#### NUMBER OF WORKERS IN THE CLOAK AND SUIT TRADE

<i>Inspections</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>
First			
February, 1911 .....	29,570	7,371	36,941
Second			
August, 1911 .....	35,091	10,108	45,199
Third			
February, 1912 .....	38,591	11,735	50,326
Fourth			
September, 1912 .....	39,499	12,373	51,872
Fifth			
February, 1913 .....	39,919	12,374	52,293
Sixth			
September, 1913 .....	37,036	11,931	48,967
Seventh			
February, 1914 .....	33,459	10,488	43,947
Eighth			
September, 1914 .....	37,446	11,172	48,618
Ninth			
October, 1915 .....	35,637	11,850	47,487
Tenth			
October, 1916 .....	34,860	10,321	45,181

# DEFECTIVE SHOPS

	No.	Per Cent.
Total number of shops in the two industries .....	2,547	100.0
Total number of shops with one or more defects .....	1,365	53.6
Shops with main aisle too narrow .....	3	0.1
Shops with tributary aisle too narrow .....	3	0.1
Shops with doors opening IN .....	148	5.8
Shops with doors locked .....	5	0.2
Shops with fire exit obstructed .....	17	0.7
Shops with no receptacle for clippings .....	36	1.4
Shops with no receptacle for rubbish .....	112	4.4
Shops with no fire buckets .....	108	4.2
Shops with fire buckets empty or dirty .....	94	3.6
Shops with unguarded shafting on machines .....	18	0.7
Shops with lights unshaded .....	488	19.2
Shops with no dressing facilities .....	40	1.6
Shops with dressing rooms too small .....	8	0.3
Shops with no first aid kit .....	24	0.9
Shops with improper separation of water-closets .....	267	10.5
Shops with water-closets in bad condition .....	5	0.2
Shops with dark water-closet apartments .....	205	8.0
Shops with floors of water-closet apartments dirty .....	45	1.8
Shops with dirty floors .....	178	7.0
Shops with roller-towels .....	146	5.7
Shops using roller-towels .....	146	5.7

# DEFECTIVE SHOPS IN THE INDUSTRIES

	SHOPS		WORKERS	
	No.	Per Cent.	No.	Per Cent.
Total shops in the Cloak and Suit and Dress and Waist Industries .....	2,547	100.0	73,985	100.0
Shops without any defects .....	1,182	46.4	44,477	60.2
Shops with one or more defects .....	1,365	53.6	29,508	39.8
Total shops in the Cloak and Suit Industry ..	1,957	100.0	45,181	100.0
Shops without any defects .....	847	43.3	25,258	55.9
Shops with one or more defects .....	1,110	56.7	19,923	44.1
Total shops in the Dress and Waist Industry ..	590	100.0	28,804	100.0
Shops without any defects .....	335	56.8	19,219	66.7
Shops with one or more defects .....	255	43.2	9,585	33.3

# DEFECTIVE SHOPS IN BROOKLYN AND BROWNSVILLE

	SHOPS		WORKERS	
	No.	Per Cent.	No.	Per Cent.
Total number in Brooklyn and Brownsville ..	293	100.0	3,701	100.0
Shops without any defects .....	94	32.1	778	21.0
Shops with one or more defects .....	199	67.9	2,923	79.0

# DEFECTIVE SHOPS IN THE CLOAK AND SUIT INDUSTRY

	SHOPS		WORKERS	
	No.	Per Cent.	No.	Per Cent.
<i>The Industry</i>				
Total shops in the industry .....	1,957	100.0	45,181	100.0
Shops without any defects .....	847	43.3	25,258	55.9
Shops with one or more defects .....	1,110	56.7	19,923	44.1
<i>Cloak, Suit and Shirt Manufacturers' Protective Assn.</i>				
Total shops .....	440	100.0	21,604	100.0
Shops without any defects .....	311	70.7	14,922	69.1
Shops with one or more defects .....	129	29.3	6,682	30.9
<i>Contractors for C. S. &amp; S. Manufacturers' Protective Assn.</i>				
Total shops .....	328	100.0	4,125	100.0
Shops without any defects .....	112	34.1	1,440	34.9
Shops with one or more defects .....	216	65.9	2,685	65.1
<i>Non-Association</i>				
Total shops .....	1,189	100.0	19,452	100.0
Shops without any defects .....	424	35.7	8,896	45.7
Shops with one or more defects .....	765	64.3	10,556	54.3

# DEFECTIVE SHOPS IN THE DRESS AND WAIST INDUSTRY

	SHOPS		WORKERS	
	No.	Per Cent.	No.	Per Cent.
<i>The Industry</i>				
Total shops in the industry .....	590	100.0	28,804	100.0
Shops without any defects .....	335	56.8	19,219	66.7
Shops with one or more defects .....	255	43.2	9,585	33.3
<i>Dress and Waist Manufacturers' Assn.</i>				
Total shops .....	224	100.0	15,450	100.0
Shops without any defects .....	155	69.2	12,058	78.0
Shops with one or more defects .....	69	30.8	3,392	22.0
<i>Non-Association</i>				
Total shops .....	366	100.0	13,354	100.0
Shops without any defects .....	180	49.1	7,161	53.6
Shops with one or more defects .....	186	50.9	6,193	46.4

# REDUCTION OF FIRE DANGERS

	1912		1916	
	No.	Per Cent.	No.	Per Cent.
Buildings with no drop ladder to fire escapes .....	13	1.22	—	—
Buildings with fire escapes ending in fire traps .....	42	4.24	33	4.02
Shops with exit to fire escape in shop obstructed ..	36	1.90	17	0.66
Shops with doors opening IN .....	738	39.08	148	5.81
Shops with no fire buckets .....	119	6.35	108	4.20

# IMPROVEMENTS IN SANITATION

	1911		1916	
	No.	Per Cent.	No.	Per Cent.
Shops having no protection from glare of lights....	1272	73.2	488	19.2
Shops having no dressing facilities .....	1017	58.5	40	1.6
Shops with improper separation of water closets ...	106	6.1	5	0.2
Shops with dark water closet apartments.....	188	10.8	45	1.8
Shops with dirty water closets or flush out of order	549	31.0	205	8.0
Shops with dirty water closet floors .....	175	10.1	178	7.0
Shops with dirty water closet walls .....	170	9.8	—	—
Shops with dirty ceilings .....	40	2.3	—	—
Shops with dirty walls .....	107	6.1	—	—
Shops with dirty windows .....	221	12.7	—	—
Shops with dirty floors .....	568	32.7	146	5.7
Shops with no receptacle for rubbish .....	285	16.3	112	4.4

## SHOPS AND WORKERS IN THE TWO INDUSTRIES ACCORDING TO A SURVEY MADE DURING OCTOBER, 1916

	SHOPS.		WORKERS.	
	Number.	Per Cent.	Number.	Percent.
<i>Both Industries:</i>				
Total in the two industries.....	2,547	100.0	73,985	100.0
<i>Cloak and Suit Industry:</i>				
Total in the industry.....	1,957	100.0	45,181	100.0
Contractors for C. S. & S. Mfgs Pro-				
C. S. & S. Mfgs. Protective Assn....	440	22.5	21,604	47.8
tective Assn. ....	328	16.7	4,125	9.2
Non-Association .....	1,189	60.8	19,452	43.0
<i>Dress and Waist Industry:</i>				
Total in the industry.....	590	100.0	28,804	100.0
D. & W. Mfgs. Assn.....	224	38.0	15,450	53.6
Non-Association .....	366	62.0	13,354	46.4

\*Note: Workers Approximate.

## SHOPS AND WORKERS PROTECTED BY FIRE DRILLS

	SHOPS		WORKERS	
	Number	Per Cent	Number	Per Cent
<i>Both Industries:</i>				
Total in the two industries.....	2,547	100.0	73,985	100.0
Total shops drilled.....	771	30.2	41,786	56.7
<i>Cloak and Suit Industry:</i>				
Total in the industry .....	1,957	100.0	45,181	100.0
No. of these drilled .....	450	22.9	22,058	48.4
<i>Cloak, Suit &amp; Skirt Manufacturers Protective Association:</i>				
Total belonging to the Assn. ....	440	100.0	21,604	100.0
No. of these drilled .....	440	100.0	21,604	100.0
<i>Non-Association:</i>				
Total .....	1,189	100.0	19,452	100.0
No. of these drilled .....	10	0.8	454	2.3
<i>Dress and Waist Industry:</i>				
Total in the industry .....	590	100.0	28,804	100.0
No. of these drilled .....	321	55.4	19,728	68.8
<i>Dress and Waist Manufacturers Association:</i>				
Total belonging to the Assn. ....	224	100.0	15,450	100.0
No. of these drilled .....	224	100.0	15,450	100.0
<i>Non-Association:</i>				
Total .....	356	100.0	13,111	100.0
No. of these drilled .....	97	27.2	4,278	32.6



# FIRE DRILL

In This Shop Conducted  
By Joint Board of  
SANITARY CONTROL

This sign appears in all shops drilled by the Board.



[Our Sanitary Certificate Granted to Owners of Shops Complying with our Standards.

**RESULTS OF TWO INSPECTIONS OF THE BUILDINGS IN  
WHICH THE SHOPS OF THE CLOAK, SUIT AND  
SKIRT AND DRESS AND WAIST INDUSTRIES  
ARE LOCATED**

**MADE IN OCTOBER, 1915, AND MAY TO SEPTEMBER, 1916**

	1915	1916		
	<i>No.</i>	<i>Per Ct.</i>	<i>No.</i>	<i>Per Ct.</i>
No. of shops in the two industries in Man-				
hattan .....	2391	100.0	2265	100.0
Located in buildings .....	928	100.0	821	100.0
Bldgs. 12 stories in height and over .....	195	21.0	192	23.2
Bldgs. with no fire alarm systems .....	845	91.0	587	71.5
Bldgs. with stairways of winder type .....	244	26.2	259	31.5
Bldgs. with fire escapes with drop ladders short or otherwise in bad condition....	8	0.8	6	0.7
<hr/>				
Bldgs. of 6 stories and over in height.....	569	100.0	511	100.0
No. of these having but a single stairway...	415	72.7	229	42.8
<hr/>				
Bldgs. of 12 stories and over in height.....	195	100.0	192	100.0
No. of these having but two stairways and no one of these a tower .....	58	29.2	67	34.9
<hr/>				
No. of 6 story buildings .....	108	100.0	118	100.0
No. of these with unenclosed stairways.....	88	82.0	66	55.9
<hr/>				
No. of bldgs. 5 stories and less .....	262	100.0	310	100.0
No. of these with unenclosed stairways.....	248	95.0	257	82.9

**Comments:**

The table shows a decided improvement in the safety and fire protection of buildings.

It shows nearly twenty per cent more buildings with fire alarm systems.

It also shows a *decrease* of thirty per cent of buildings six stories and over in height with but a single stairway.

It also shows a *decrease* of over twenty-six per cent in the number of six story buildings with unenclosed stairways and a decrease of thirteen per cent in the number of buildings of five stories and less with unenclosed stairways.

**BENEFITS PAID BY THE VARIOUS LOCALS**

*Local 35, (the Pressers).*

Approximate membership .....	7,000
<i>Tuberculosis Benefit:</i> (April 1, 1913 to Oct. 1, 1915).	
Fund established April 1st, 1913.	
Annual per capita tax .....	\$ .90
Applicants for benefits to Oct. 1, 1915.....	84
Members receiving benefits .....	72
Cost of benefits .....	8222.70
Average cost per tuberculous member .....	114.00
Sent to Liberty .....	42
Returned as arrested .....	24
Partly cured and advised to look for outside work.	11
Not cured .....	5
<i>Sick Benefits (1915):</i>	
Annual per capita tax .....	\$ 1.50
Total amount collected from members .....	16189.50
Total paid out during 1915 .....	5735.00
Number of members sick .....	326
Number of weeks sickness .....	1147
Average number of weeks per case of sickness..	3

*Local 9 (the Finishers and Tailors).*

Approximate membership .....	5,000
<i>Tuberculosis Benefit:</i>	
Annual per capita tax .....	\$ 1.00
Income during 1915 .....	4359.71
Total disbursed for tuberculosis relief .....	1394.21
Number of cases sent to Liberty .....	23
Total expenses for these cases .....	1104.21

*Local 23 (the Skirtmakers).*

Approximate membership .....	4,000
<i>Tuberculosis Benefit:</i>	
Annual per capita tax .....	\$ 1.00
Receipts for tuberculosis benefit for 1915.....	3014.50
Expenses of tuberculosis benefit .....	1453.95
Number of cases to whom benefit was paid .....	16
Number sent to Liberty .....	9
Total spent for these cases .....	1100.70

## WHAT OTHERS THINK OF OUR WORK

Health Commissioner S. S. Goldwater:

"The Joint Board of Sanitary Control was organized in 1910 in accordance with one of the provisions of the protocol that had been signed by the Manufacturers' Protective Association and the Joint Board of the Cloak and Suit-Makers' Union. Its declared purpose was the establishment of sanitary standards in the industry; such standards the manufacturers and the unions 'obliged themselves to maintain, to the best of their ability and to the full extent of their power.' The effectiveness of its work has been universally recognized and commended, and the program of the Joint Board is to-day the official program of the Department of Health for the sanitary regulation of industry generally.

The need of sanitary industrial regulation is obvious. Regulation by compulsion, however, is not and never can be wholly satisfactory. There is safety self-respect, and an industry which undertakes to maintain by its own efforts proper sanitary standards, not only protects itself but is an aid to society. For these reasons the Department of Health is endeavoring to arouse a livelier interest in and a better understanding of sanitary matters in various industries. Our two strongest arguments are these: first, that sanitary standards are desirable; and second, that the maintenance of sanitary conditions is practicable through voluntary effort, in proof of which heretofore it has been necessary only to point to the actual record of the Joint Board of Sanitary Control." (New Republic July 24th, 1915.)

Fire Commissioner Robert Adamson:

"I have watched your work and heartily appreciate all you have done. You have a wonderful future ahead. We consider your Board as a sort of a branch of the Fire Department.

William O. Thompson of the Industrial Relations Commission:

"The work of the Joint Board of Sanitary Control is one of the most fundamental things that has ever been undertaken by employer and employee."

## THE MESSAGE (Official Organ of Local 25. I. L. G. W. U. November 12, 1916)

"An experiment in industrial self-control." That is how Dr. George M. Price, the indefatigable director of the Joint Board of Sanitary Control, modestly characterizes the work and progress of this organization—the only one of its kind in American industries. One might add the word "successful" to the word experiment, for, from the facts and figures contained in this report, it is evident, that a large number of shops have been cleaned up and the workers benefited much in sanitation and safety. At the beginning of last summer, when the dispute between the Union and the Cloak Manufacturers' Protective Association reached an acute stage, grave fears were entertained by the sympathetic public for the future of this helpful institution. What if the employers and employees were to remain separated and at loggerheads? Would not a great work for clean and sanitary shops, extending for a period of four and a half years, be lost? In the absence of a collective arrangement, sanitary conditions could not be enforced with anything like the system or method employed by the Sanitary Board of Control.

Even where agreements between the Union and individual employers provide for sanitary conditions, the provision remains largely on paper, for neither the Union nor the manufacturers have the time or the patience to think of the sanitary needs of the industry, or the requisite experience to carry out any improvements. From the work of the Board and its results it can be seen that to satisfy these needs and introduce standards of sanitation and safety special expert work is necessary. It is this which has assured the success of the Joint Board of Sanitary Control. Yet this success could not have been achieved without the organization of the trade, implied by a strong Union and an association of employers. Any specific rules of sanitation and safety stand a better chance of being observed in Union shops and factories, particularly in the garment trades, where small shops grow like mushrooms and are located in out-of-the-way corners. In non-union shops neither employers nor employees feel it obligatory on them to follow any sanitary rules or requirements. The laws imposed by the State or municipality are often evaded. There never have been sufficient factory inspectors to prevent evasions or violations.

In organized shops, on the other hand, a certain definite obligation rests on employers and employees, and the Joint Board of Sanitary Control is there to see to it that the obligation is lived up to.

## LADIES' GARMENT WORKER (Official Organ International Ladies Garment Workers' Union, November, 1915.

"The Joint Board of Sanitary Control in the cloak and suit and waist and dress industries is to be congratulated on its five years' work for safety and sanitation in the shops and the progress made. Its achievements in improvements of all kinds are things to be proud of. A brief review of these achievements is sufficient to show how useful, successful and helpful have been its efforts.

"A great change has since taken place in these industries. Thanks to the efforts of the Joint Board of Sanitary Control, employers now feel their responsibility for the safety and sanitation of the establishments from which they derive their profits of trade.

"The workers need not plead ignorance on the subject, for the Board does all in its power to furnish them with special knowledge, not only on safety and sanitation, but also on health. Its noon-day lectures in some shops and at shop meetings teach the workers ideas of sanitation, safety and preservation of health for which they must feel grateful. Its bulletins in English, Yiddish and Italian, freely distributed among the workers, are a feature of high educational value. They teach facts as to sickness and health which are usually only known to the specialist.

"In its work of fire protection the Joint Board of Sanitary Control has immensely benefited the workers of the two industries. It has educated public sentiment and has awakened the social conscience to the fire dangers in shops and factories. Its arrangement with employers for monthly fire drill, and its insistence on the introduction of the latest safety appliances and precautions cannot be sufficiently praised."

## EXTRACTS FROM THE MINUTES OF JOINT CONFERENCE OF REPRESENTATIVES OF THE UNIONS AND OF THE MANUFACTURERS' ASSOCIATION DURING THE STRIKE OF 1910.

Meyer London:—"Sanitary conditions are necessary to the trade but these conditions are violated in almost all of the factories."

Julius Henry Cohen: "Emphasis seems to have been laid upon the unsanitary conditions in the industry and the better class of manufacturers are very sensitive about that. Now, undoubtedly in some of the shops of the Cloak manufacturers unsanitary conditions exist. We are very much concerned about this question, because we have some pride in our industry, and we know that it is exceedingly difficult to observe sanitary conditions. I would suggest that both parties establish a Board of Sanitary Supervision, on which there shall be people representing the public, who shall endeavor to establish a standard to which factories in this industry shall conform, and that when that Board of Sanitary Control makes its recommendations we will legislate for our members on our side." (Page 95.)

Mr. Lennon: "There is a general necessity in the trade for decided reforms upon the question of sanitary shops and not only is the trade interested but the public is also interested. We want to establish by some means of cooperation between the members of the Union a condition of affairs which will tend toward respectability in the industry."

Benjamin Schleinger: "I want to say that thousands and tens of thousands of people employed in our trade are working under the most unsanitary conditions."

Abraham Bianco: "Unless the Trade Unions and the manufacturers cooperate for that purpose to maintain decent shops, the State and City authorities do not seem to be able to cope with this enormous problem, and I suggested to the Union that they make this a vital point in their demands." (Page 96.)

Julius Henry Cohen: "The suggestion for sanitary supervision requires a great deal of efficient work to carry it into effect. It is going to require efficient management, going to require efficient skill, good inspection, and we expect to get out of it by way of return a knowledge on our part that no loose criticism can hereafter be made but it will have to be definite, and in addition to that we will be able to make practical the pride that we have in our industry at the present time." (Page 100.)

## MINUTES OF THE FIRST MEETING OF THE JOINT BOARD OF SANITARY CONTROL

A meeting of the Joint Board of Sanitary Control was held at the City Club, Monday evening, October 31st.

Present:—Mr. Louis D. Brandeis, Mr. Hamilton Holt, Dr. William Jay Schieffelin, Mr. Max Meyer, Mr. S. L. Silver, Mr. Julius Henry Cohen, Mr. Meyer London, Mr. Eugene Lezinsky, Dr. George M. Price, and Dr. Henry Moskowitz.

Absent:—Miss Lillian D. Wald.

After an informal discussion the Board was organized. Dr. William Jay Schieffelin was elected Chairman and Dr. Henry Moskowitz, Secretary.

Motion carried that a Committee on Plan of Investigation be established to report to the next meeting of the Board, the Committee to consist of Dr. George M. Price, Chairman, Miss Lillian D. Wald, and Mr. S. L. Silver.

Motion carried that a Committee on Factory Law Enforcement be established, Committee to consist of Miss Lillian D. Wald, Chairman, Dr. George M. Price and Mr. Max Meyer.

The following resolution was carried: Resolved that the Unions and Manufacturers be both invited to submit suggestions for rules and regulations for the sanitary improvement of factories.

The meeting adjourned at eleven o'clock until Monday, November 28th, at the residence of the Chairman.

Respectfully submitted,

HENRY MOSKOWITZ,  
Secretary.

### COPY OF LETTER SENT TO MAYOR IN MARCH, 1911.

Hon. William J. Gaynor,  
City Hall,  
New York City.

New York, March 21, 1911.

Sir: A careful investigation on the part of the Joint Board of Sanitary Control of the Cloak and Suit Industry of this City, has revealed that a considerable number of the Cloak and Suit factories of this City are located in shops which are violating the Building Laws in reference to Fire Protection.

We are taking the liberty to enclose herein a list of such shops, with a detailed statement as to the exact conditions with reference to Fire Protection, as found by our Chief Inspector. A copy of this list was sent to the Building, Fire and Police Departments.

Realizing your concern in the efficient administration of City Departments, we have taken the liberty to inform you of these conditions.

Very respectfully,

(Signed) HENRY MOSKOWITZ,

### SANITARY STANDARDS OF THE JOINT BOARD OF SANITARY CONTROL IN ADDITION TO THE PROVISIONS OF THE MUNICIPAL HEALTH AND FIRE DEPARTMENTS AND TO THE LABOR LAWS OF NEW YORK STATE

- (1) No cellar or underground story, the ceiling of which is less than seven feet above the adjoining ground, may be used as a workshop.
- (2) Workshops located in rear houses, attics or converted tenement houses must have a special permit from this Board.
- (3) All machines and other appliances which are in use, must be placed so as to have sufficient natural or artificial light at all times, the Board to determine in individual cases in regard to all complaints concerning insufficient light.
- (4) All lights must be so placed as not to glare in the eyes of the workers; they must be at a distance from the operative and well shaded.
- (5) All shops should be properly aired during noon pauses by opening windows and doors. during the hot season in the summer there should be placed in the shop a sufficient number of electric fans for the purpose of ventilation.
- (6) No irons heated directly with coal or gas tubes may be allowed in the shops. Wherever gas irons are used they must be supplied with air pressure; they must be properly adjusted and the pipes made gas tight.
- (7) Each shop should have a special caretaker for the cleaning of floors and water-closet apartments.
- (8) Each shop should be provided with an approved first aid medical service kit.

It is recommended that all owners of factories should introduce a nursing service in conjunction with the first aid medical service.

It is recommended that proper and sufficient lunch accommodations should be provided apart from the work benches and machines, the owner to be responsible for the cleanliness and sanitary condition of the lunch counter.

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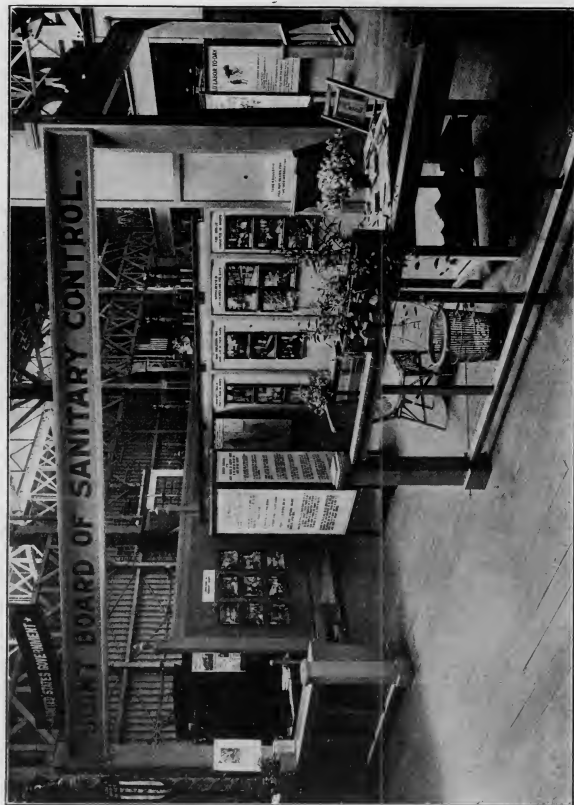
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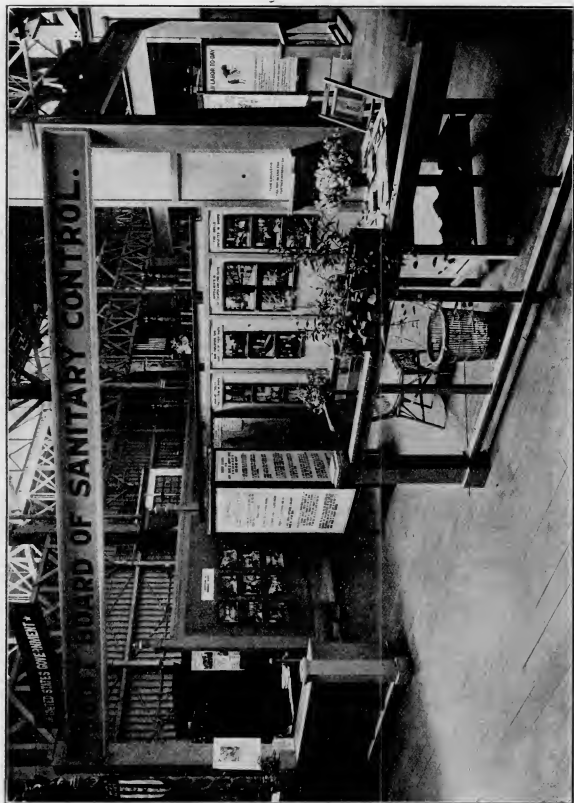
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OUR EXHIBIT AT THE PANAMA-PACIFIC INTERNATIONAL EXPOSITION



At the Panama-Pacific International Exposition a bronze medal was awarded to the Joint Board of Sanitary Control.



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